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ABSTRACT

This report describes the 1979-80 program for financing public K-12 and adult education administered by school districts in Florida. The intent is to supply general information for those having a casual interest in state funding of schools. In addition, the document should be a useful reference for individuals wishing to identify legal authorization for various portions of the funding program. The first section of the report describes key features of the Florida Education Finance Program and provides background information about local, state, and federal support of education in the state. The second section identifies legal authorizations, outlines the requirements for participation, defines terms, and describes the current formula for distributing state funds to public schools. (Author)

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1979-80 FLORIDA EDUCATION FINANCE PROGRAM

STATISTICAL REPORT

Division of Public Schools MIS

Series 80—01 **AUGUST 1979**

EA 012 623

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Statistical Report 80-01 is a description of the state program for financing public schools in Florida. The report was prepared by the Management Information Services Section of the Bureau of Management Systems and Services, Division of Public Schools, Florida Department of Education. For additional information contact Chase Crawford, 275 Knott Building, 904/487-2280 (Suncom 277-2280). (1000)

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State of Florida
Department of Education
Tallahassee, Florida
Ralph D. Turlington, Commissioner
Affirmative action/equal opportunity employer

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1979-80 FLORIDA EDUCATION FINANCE PROGRAM

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FOREWORD

This report describes the program for financing public K-12 and adult education administered by the school districts in Florida. The intent is to supply general information for those having a casual interest in state funding of schools. In addition, the document should be a useful reference for individuals wishing to identify legal authorization for various portions of the funding program.

The first section of the report (Introduction) describes key features of the Florida Education Finance Program (FEFP) and provides background information about local, state and federal support of education in the State.

The second section (Description of State Distribution) identifies legal authorizations, outlines the requirements for participation, defines terms, and describes the current formula for distributing state funds to public schools.

INTRODUCTION

Traditionally, state agencies have distributed dollars to school districts by formulas based upon instruction units or special services. In 1973, the Florida Legislature passed the Florida Education Finance Program (FEFP) which changed the focus for funding education in the state. The intent of the law is:

> "To guarantee to each student in the Florida public school system the availability of programs and services appropriate to his educational needs which are substantially equal to those available to any similar student notwithstanding geographic differences and varying local economic factors." Section 236.012(1), F.S.

To provide equalization of educational opportunity in Florida, the FEFP formula recognizes (1) varying program cost factors, (2) district cost differentials, (3) differences in per student cost for equivalent educational programs due to sparsity and dispersion of student population, and (4) required local effort.

The key feature of the finance program is to base financial support for education upon the individual student participating in a particular educational program rather than upon the numbers of teachers or classrooms. FEFP funds are generated by multiplying the number of full-time equivalent students (FTE's) in each of the educational programs by cost factors to obtain weighted FTE's. Weighted FTE's are then multiplied by a base student allocation and by a district cost differential to determine the state and local FEFP funds. Program cost factors are determined by the Legislature and represent relative cost differences among the FEFP programs.

The following paragraphs provide background information regarding financial support for education in Florida. The information relates to state, local and federal sources of support for public education in the state. The school districts of Florida received 50.8% of their financial support of schools from state sources, 37.8% from local sources and 11.4% from federal sources for 1977-78.

State Support -- Funds for state support to school districts are provided primarily by legislative appropriations. The major proportion of state support is distributed under the provisions of the Florida Education Finance Program (FEFP). The distribution of state funds is described in detail later in this report.

In addition to the basic FEFP, funds are appropriated to meet many specific needs by means of categorical program and special allocations. These include the Compensatory Education Supplement, Instructional Materials Program, K-3 Improvement Program, School Lunch Program, Student Development Services, and Student Transportation.

Capital outlay funds to the districts are provided for in two sections of the Constitution of the State of Florida. Article XII, Section 9(d), of the State Constitution, provides a stated amount to each district annually from proceeds of licensing of motor vehicles. Article XII, Section 9(a)(2), of

the State Constitution, provides that school districts may share in the proceeds from gross utilities taxes as provided by legislative allocation.

Racing Commission funds have been made available to each county commission in equal amounts. Many county commissions have shared this revenue with school districts according to legislative acts of local application. These amounts are distributed by the state directly to the school districts.

Local Support -- Local revenue for school support is derived primarily from property taxes. There are no local non-property taxes levied specifically for schools. Each of the 67 school districts in the state is a county-wide district.

During 1979-80 each school board desiring to participate in the state allocation of funds for current operation of schools may levy up to 6.75 mills of tax on 95% of the non-exempt assessed valuation of property for the current operation of the schools. Each board must levy the millage rate specified as the required local effort; for 1979-80 this rate is 5.15 mills. Under present law the minimum rate is set each year by the legislature in the Appropriation Act. Item 315, Chapter 79-212, Laws of Florida (1979-81 Appropriations Act).

In addition, qualified electors may vote an additional millage levy for operation and capital outlay purposes for a period not to exceed two years. Tax levies for debt service are in addition to the levies for current operation but are limited by State Board of Education Rules to 6 mills and 20 years duration except with specific State Board approval. Qualified electors may vote for a local bond issue to be retired by a millage levy. State Board of Education Rules prohibit school districts from issuing school bonds in excess of 10% of the nonexempt assessed valuation of the district without specific State Board approval. Sections 236.31 - 236.42, F.S.; SBR 6A-1.37.

Federal Support -- The State Board of Education must approve plans for cooperating with the Federal government in carrying out any phase of the educational program in which it finds cooperation desirable and must provide for the proper administration of funds apportioned to the State from Federal appropriations. The State Board is responsible for prescribing rules covering all contracts or agreements made with federal agencies by tax-supported public schools. All funds accruing from contracts entered into by a district school board and a federal agency, pursuant to rules of the State Board, must be accounted for as prescribed by the State Board.

The Commissioner is responsible for recommending ways of cooperating with the federal government on any phase of the educational program in which cooperation is desirable. The Commissioner recommends policies for administering funds appropriated from federal sources to the state for any educational purpose, and provides for the execution of plans and policies approved by the State Board.

Local school districts receive funds from the federal government directly and through the state as an administering agency. Local school districts may receive federal funds from various agencies such as the Department of Labor, Veterans Administration, Department of Interior, Department of Education, Office of Economic Opportunity, Department of Defense, and Department of Agriculture.

Examples of federal legislation under which local school districts may receive revenue are:

Adult Education Act, Title III, PL 91-600, as amended
Civil Rights Act of 1964, Title IV, PL 88-352
Comprehensive Employment Training Act of 1973, PL 93-20
Economic Opportunity Act of 1964, Neighborhood Youth Corps, PL 88-452
Education of the Handicapped Act, PL 91-230, as amended by PL 94-142
Education Professions Development Act, PL 90-35, Part B-2
Elementary and Secondary Education Act of 1965, Titles I, II, IV-B, IV-C, IV-D, VI, and VII, PL 89-10, as amended
Federal Communications Act (ETV Facilities), PL 87-447
Head Start, PL 91-177
Indian Education Act, PL 92-318
Indo-Chinese Refugee Act, PL 94-23
National Forest Funds, PL 83-690
National School Lunch Act of 1946, PL 79-396, as amended
School Assistance (Construction) in Federally Affected Areas, PL 81-815, as amended
School Assistance (Current Operation) in Federally Affected Areas, PL 81-874, as amended by PL 87-510 for Cuban Refugee
Veterans' Readjustment Assistance Act of 1952, PL 82-550, as amended
Vocational Education Act of 1963, as amended by PL 94-482 and 95-40

DESCRIPTION OF STATE DISTRIBUTION

FLORIDA EDUCATION FINANCE PROGRAM (FEFP)

LEGAL AUTHORIZATION -- Sections 236.012-236.68, Florida Statutes
Item 315, Chapter 79-212, Laws of Florida
(1979-81 Appropriations Act)

1979-80 APPROPRIATION -- $1,413,608,547 including $153,400,000 for 1.25 Mill Reduction

REQUIREMENTS FOR PARTICIPATION -- Each district participating in the state appropriations for the Florida Education Finance Program (FEFP) must provide evidence of its effort to maintain an adequate school program throughout the district and must meet at least the following requirements:

(1) Maintain adequate and accurate records including a system of internal accounts for individual schools, and file with the Department of Education, in correct and proper form, on or before the date due, each annual or periodic report which is required by the Rules of the State Board.

(2) Operate all schools for a term of at least 180 actual teaching days or the equivalent on an hourly basis. Upon written application, the State Board may prescribe procedures for altering this requirement.

(3) Provide written contracts for all instructional personnel and require not less than 196 days of service for all members of the instructional staff.

(4) Expend funds for salaries in accordance with a salary schedule or schedules adopted by the School Board in accordance with the provisions of the law and Rules of the State Board.

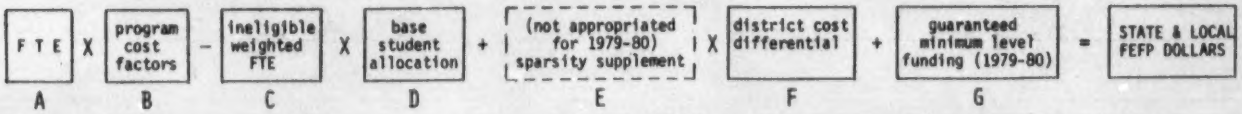
(5) Observe all requirements of the State Board relating to the preparation, adoption, and execution of budgets for the district school system.

(6) Levy the required local effort millage rate (5.15 mills for 1979-80) but no more than 6.75 mills on the nonexempt assessed valuation of the district, exclusive of the district millage voted for operation and capital outlay purposes under the provisions of Article VII, Section 9(b), of the Constitution of the State of Florida and for required debt service under the provisions of Article VII, Section 12, of the Constitution of the State of Florida. In addition an amount equal to $120 for each post-secondary vocational student is to be added to and become a part of the required local effort for each district.

(7) Maintain an ongoing systematic evaluation of the educational program needs of the district and develop a comprehensive annual and long-range plan for meeting the needs.

DISTRIBUTING STATE DOLLARS (FLOW CHART)

Overview -- The STATE AND LOCAL FEFP DOLLARS for each school district is determined in the following manner:

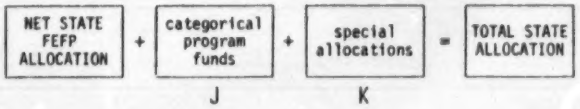


A - The full-time equivalent student membership in each program; multiplied by
B - The cost factor for each program; minus
C - Ineligible weighted FTE; multiplied by
D - The base student allocation; plus
E - The sparsity supplement (not appropriated for 1979-80); multiplied by
F - The district cost differential; plus
G - The guaranteed minimum level funding (no loss or hold harmless)

The NET STATE FEFP ALLOCATION for the support of public school education is derived from the STATE AND LOCAL FEFP DOLLARS in the following manner:

H - The required local effort is subtracted and
I - Adjustments are added or subtracted.

The TOTAL STATE ALLOCATION for the support of public education is derived from the NET STATE FEFP ALLOCATION in the following manner:



J - The categorical program funds are added and
K - Any special allocations due are added.

The pages which follow more fully describe each component of the funding formula. As each component is described, it will be titled by the appropriate boxes from the above diagram. Other associated boxes may also appear, but they will be outlined in asterisks.

A FTE

The following statements define a full-time equivalent (FTE) student in accordance with the provisions of the FEFP:

(1) A full-time student in any of the programs listed in the FEFP.

(a) Kindergarten - Grade 3 (regular session)

One student on the membership roll of one school program or a combination of school programs for five school days (one school week) or the equivalent consisting of not less than 20 net hours.

(b) Kindergarten - Grade 3 (double session)

One student on the membership roll of one school program or a combination of school programs for five school days (one school week) or the equivalent of not less than 17 1/2 net hours.

(c) Grades 4-12 (regular session)

One student on the membership roll of one school program or a combination of school programs for five school days (one school week) or the equivalent consisting of not less than 25 net hours.

(d) Grades 4-12 (double session)

One student on the membership roll of one school program or a combination of school programs for five school days (one school week) or the equivalent consisting of not less than 22 1/2 net hours.

(2) A combination of full-time or part-time students in one of the programs listed in the FEFP which is the equivalent of one full-time student based on the following calculations:

(a) A full-time student, except post-secondary and adult, in a combination of programs listed in the FEFP is a fraction of a full-time equivalent membership in each program equal to the number of net hours per week for which the student is a member divided by 25.

(b) A student in the basic half-day kindergarten program of not less than 12 1/2 net hours earns 1/2 of a full-time equivalent membership.

(c) A part-time student, except post-secondary and adult, is a fraction of a full-time equivalent membership in each basic and special program equal to the number of net hours or major fraction thereof per week for which the student is a member divided by 25.

(d) All post-secondary and adult students are a portion of a full-time equivalent membership in each special program equal to the net hours or major fraction thereof per fiscal year for which he or she is a member, divided by 900. Senior high school students enrolled in adult education when the courses are required for high school graduation, qualify under this provision also.

For the purposes of calculating the full-time equivalent student membership, a student is considered in membership until he withdraws or until the sixth consecutive school day of his absence. A student is eligible for full-time equivalent membership if both of the following conditions are satisfied:

(1) The student is in program membership at least one day during the survey period, and

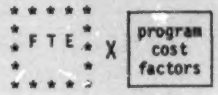
(2) The student is in attendance at least one of the days of the survey period or one of the six days preceding the survey period on which students were in attendance in school.

Full-time equivalent student membership in programs scheduled for more than 180 days shall be limited to driver's education, basic educational alternatives, primary education, special exceptional student, vocational-technical, and adult general education programs and to other basic programs offered for promotion or course credit instruction. Remedial, enrichment, or recreational activities do not qualify as promotion instruction in the basic programs.

Exceptional Student Mainstreaming: If a student is properly classified in a full-time special exceptional student program and is assigned to a basic program on a part-time basis with required special services, aids, or equipment as a condition of the student's individual educational plan, the basic program cost factor for the student shall be doubled for the time the student is in the basic program.

Section 6A-1.451(3), State Board of Education Rules, establishes that during the year, at least four full-time equivalent student membership surveys are conducted under the administrative direction of and on the schedule provided by the Commissioner. Section 236.081(1)(a), F.S. specifies that the number of full-time equivalent student membership surveys shall not exceed nine in a fiscal year. The four survey weeks for the 1979-80 school year are July 9-13, 1979; October 22-26, 1979; February 18-22, 1980; and June 23-27, 1980.

The Commissioner has the authority to establish for any school district or school an alternate period for a full-time equivalent student membership survey within six weeks subsequent to the regular statewide survey period. Evidence must be submitted by the school district indicating an abnormal fluctuation in student membership occurred at the time of the statewide survey period. The Commissioner must limit his consideration of "abnormal fluctuation" to changes of more than 25% in any school or 5% in any district between the full-time equivalent student membership at the time of the regular statewide survey and the alternate period. The "abnormal fluctuation" must be caused by factors such as major student boycotts; civil disturbances; in- or out-migration in agricultural, industrial, or federal installations or contractors; or providential causes beyond the control of the district school board.

B 

Basic Programs	1979-80 Cost Factors
Kindergarten and Grades 1, 2, and 3	1.234
Grades 4, 5, 6, 7, 8, and 9	1.00
Grades 10, 11, and 12	1.09
Educational Alternatives	2.00

(NOTE: The Basic Program Cost Factors can be doubled for exceptional student mainstreaming.)

Exceptional Student Programs	
Educable mentally retarded	2.18
Trainable mentally retarded	2.85
Physically handicapped	3.51
Physical & occupational therapy, part-time	6.01
Speech and hearing therapy, part-time	8.26
Deaf	3.81
Visually handicapped, part-time	10.77
Visually handicapped	3.54
Emotionally disturbed, part-time	6.23
Emotionally disturbed	3.41
Specific learning disability, part-time	5.81
Specific learning disability	2.32
Gifted, part-time	2.71
Hospital & homebound, part-time	14.84
Profoundly handicapped	6.50

Adult General Education Programs	
Adult Basic Education & Adult High School	1.15

Vocational-Technical Programs (Grades 7-12 Job Preparatory, Adult Job Preparatory, and Adult Supplemental)

	Job Preparatory	Adult Supplemental
Agriculture	2.48	1.98
Office	1.87	1.50
Distributive	1.65	1.32
Diversified	1.48	--
Health	2.28	1.82
Public service	2.68	2.14
Home economics	1.83	1.46
Technical, trade and industrial	2.28	1.82
Exploratory	1.47	--

C = program cost factors − ineligible weighted FTE

The legislature placed the following weighted full-time equivalent student constraints or caps on the level of state support in certain of the program areas:

(1) Exceptional Student programs cap is 225,725.

(2) Grades 7 through 12 Vocational-Technical programs cap is 217,319.

(3) Adult Vocational-Technical programs cap is 85,444. Of this amount no more than 9051 may be utilized for Vocational-Technical Adult supplemental programs.

(4) Adult basic and high school program cap is 34,689.

In administering the maximums, the Department of Education reviews each district's program and needs with each scheduled student membership survey and reassigns the authorized weighted membership within the maximums provided from the weighted membership reported. Reassignment priorities go to those districts with the lowest incidence of programs to students identified to be in need of such programs.

In any district in which the actual full-time equivalent membership multiplied by the appropriate cost factors exceeds the assigned maximum, such excess or ineligible weighted full-time equivalent student membership is computed at a cost factor of 1.00. However, adult supplemental excess full-time equivalent student membership is computed at a cost factor of 0.0

D = FTE × (program cost factors − ineligible weighted FTE) × base student allocation

The base student allocation is determined annually by the legislature. For the 1979-80 fiscal year, the base student allocation is $989. However, this allocation may be adjusted upward if the appropriation exceeds the total amount earned by school districts. This allocation in effect may be adjusted downward in the event that the appropriation falls short of the total amount earned by school districts by means of prorating the FEFP allocation as described later.

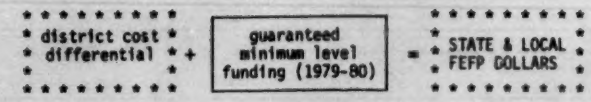
E = base student allocation + (not appropriated for 1979-80) sparsity supplement

Some school districts will qualify annually for a supplement for the extra costs of equivalent educational programs which have been caused by the sparsity of the student population. However for 1979-80, the legislature appropriated no funds for the sparsity supplement.

F * (not appropriated for 1979-80) *sparsity supplement* X district cost differential

The district cost differential used to adjust each district's FEFP allocation is based upon an average of the previous three years of the Florida Price Level Index as determined by the Department of Administration. These three year averages are adjusted as provided in Section 236.081(2), F.S. The 1979-80 district cost differentials are as follows:

Alachua	0.9804	Lake	0.9726
Baker	0.9706	Lee	1.0116
Bay	0.9581	Leon	0.9709
Bradford	0.9596	Levy	0.9607
Brevard	0.9900	Liberty	0.9744
Broward	1.0199	Madison	0.9557
Calhoun	0.9507	Manatee	0.9887
Charlotte	0.9893	Marion	0.9702
Citrus	0.9709	Martin	1.0119
Clay	0.9853	Monroe	1.0746
Collier	1.0289	Nassau	0.9640
Columbia	0.9717	Okaloosa	0.9770
Dade	1.0442	Okeechobee	0.9830
De Soto	0.9715	Orange	0.9757
Dixie	0.9741	Osceola	0.9667
Duval	0.9838	Palm Beach	1.0238
Escambia	0.9582	Pasco	0.9705
Flagler	0.9839	Pinellas	0.9958
Franklin	0.9777	Polk	0.9766
Gadsden	0.9703	Putnam	0.9519
Gilchrist	0.9830	St. Johns	0.9777
Glades	0.9939	St. Lucie	0.9852
Gulf	0.9599	Santa Rosa	0.9539
Hamilton	0.9610	Sarasota	1.0006
Hardee	0.9759	Seminole	0.9778
Hendry	0.9804	Sumter	0.9635
Hernando	0.9681	Suwannee	0.9631
Highlands	0.9660	Taylor	0.9730
Hillsborough	0.9905	Union	0.9682
Holmes	0.9547	Volusia	0.9925
Indian River	0.9982	Wakulla	0.9871
Jackson	0.9607	Walton	0.9599
Jefferson	0.9759	Washington	0.9526
Lafayette	0.9723		

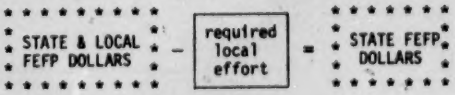
G 

The FEFP contains two guaranteed minimum level funding provisions for 1979-80. The first of these is the declining enrollment provision. It guarantees that each district will receive FEFP earnings based upon the greater of either 1979-80 or 1978-79 net weighted full-time equivalent students. Net weighted full-time equivalent students are full-time equivalent students multiplied by respective program cost factors minus ineligible weighted full-time equivalent students.

A second guaranteed minimum level of funding provision is then applied to the total of all of the preceding dollars including the declining enrollment provision. It guarantees that each district will receive the greater of the total potential funding per full-time equivalent student in 1979-80 or the total funding available per full-time equivalent student in 1978-79, multiplied by the 1979-80 full-time equivalent students.

The 1978-79 total funding available was determined by (1) full-time equivalent students, (2) multiplied by the respective program cost factors, (3) minus the respective ineligible weighted full-time equivalent students, (4) multiplied by the base student allocation, (5) multiplied by the district cost differential, (6) minus any prorated-amount-less-adjustment, (7) plus post-secondary vocational fees, (8) plus the calculated yield of the actual non-voted millage levied in 1978-79 on 95% of the 1978 official final tax roll for school purposes.

The 1979-80 total potential funding available is determined by (1) the full-time equivalent students, (2) multiplied by the respective program cost factors, (3) minus the respective ineligible weighted full-time equivalent students, (4) multiplied by the base student allocation, (5) multiplied by the district cost differential, (6) minus any prorated-amount-less-adjustment, (7) plus post-secondary vocational fees, (8) plus the calculated yield of 6.75 mills as applied to 95% of the 1979 official final tax roll for school purposes.

H 

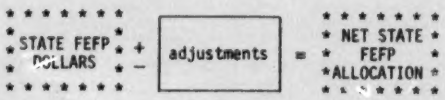
The district required local effort is subtracted from the basic amount for current operation. The amount (required local effort) that each district must provide to participate in the Florida Education Finance Program shall be calculated as described below.

The Department of Revenue on or before July 10, based on the latest available data obtained from the local property appraisers, certifies to the Commissioner of Education its most recent estimate of the nonexempt assessed valuation of each school district for the current calendar year. The Commissioner, upon receipt of the data, calculates each district's required

local effort by computing 95% of the district's nonexempt assessed valuation for school purposes and multiplying this product by the millage rate prescribed in the current year's general appropriation act, which for 1979-80 is 5.15 mills. The maximum allowable non-voted millage for 1979-80 is 6.75 mills.

In addition, an amount equal to $120 for each post-secondary vocational unweighted full-time equivalent student is to be added to and become a part of the required local effort for each district.

I



Prorated Amount Less Adjustment -- If the funds appropriated for the total program fall short of the total amount earned by school districts, a procedure for prorating available funds is established to ensure maintenance of the equalization principle.

Prior Year Adjustment -- A provision is also added to authorize the Department of Education to make prior-year adjustments in the allocation of funds to a district for arithmetical errors, assessment roll changes, full-time equivalent student membership errors, or allocation errors revealed in an audit report.

J

Categorical program funds are added to the FEFP allocation which is distributed to districts. These categorical appropriations may be funded as general or transitional categorical programs. It is the intent of the legislature that no transitional categorical program be funded for more than four fiscal years from the date of original authorization.

Legal Authorization in Florida Statutes	General Categorical Programs	1979-80 Appropriation
228.071	Community Education	$ 2,028,720
233.067	Comprehensive Health Education	1,085,845
235.435	Comprehensive School Construction and Debt Service	120,774,582
229.832	Diagnostic and Learning Resource Centers	697,367
236.122	Instructional Materials	25,000,000
228.195	School Lunch	7,126,617
236.088	Student Development Services	17,842,175
236.083	Student Transportation	55,307,176
	Transitional Categorical Programs	
236.081	Bilingual Education	None

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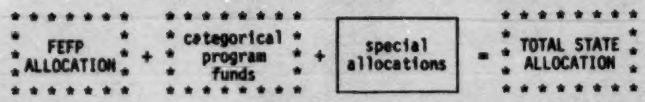

Special allocations are added to the FEFP allocation which is distributed to districts. Special allocations include all other sources of state aid for districts not classified by Florida Statutes as FEFP or categorical program funds. The allocations indicated by an asterisk are special programs funded to the Department of Education which directly benefit district programs.

Legal Authorization in Florida Statutes or Laws of Florida	Special Allocations	1979-80 Appropriation
Constitutional	Capital Outlay and Debt Serivce	None
* 229.555(2), F.S.	Common Software Applications	$ 970,000
79-212(270), L.F.	Community Instructional Services	5,111,970
236.088, F.S.	Compensatory Education Supplement	28,302,000
* 229.555(1)(b), F.S.	Educational Improvement Grants	408,000
229.555(2)(a), F.S.	Educational Resources Computing Project	940,000
79-212(323), L.F.	Environmental Education	304,716
230.66, F.S.	Industry Services Training Program	700,000
* 233.056, F.S.	Instructional Materials Center for the Visually Handicapped	162,585
230.2312, F.S. 79-212(316A) L.F.	K-3 Improvement Program	22,960,000
233.0615, F.S.	Law Education	160,200
79-212(271E), L.F.	Migrant Education for 3 and 4 year olds	2,489,762
* 79-212(332), L.F.	Resource Materials for the Hearing Impaired	73,380
79-212(322A), L.F.	School Volunteer Program	297,000

NOTE: *The following allocation was passed during a special session of the Legislature in December, 1979.*

79-583, L.F.	Remodeling, Renovation, Repairs, and Maintenance of Educational Facilities (Special School Maintenance Act)	$ 21,800,000